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ABSTRACT

This report is one of a series of booklets prepared especially for extension workers and others engaged in development programs within or outside universities. It discusses what is meant by extension when applied to universities and reviews the various forms of extension (preentry courses, part-time courses, para-university courses, post-university programs, and professional studies). It examines briefly some of the possible structures that can enable a university to engage in extension and suggests that each university has a mission to fulfill. Self-study questions are provided throughout the booklet. (KC)

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UNIVERSITIES AND THE OUTSIDE WORLD:

the role of the universities and colleges in adult and continuing education and extension

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Education for Development

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UNIVERSITIES AND THE OUTSIDE WORLD:

the role of the universities and colleges in adult and continuing education and extension

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Illustrations by Peter Henley and Margaret Melicharova
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FOREWORD

This booklet is one of a series relating to teaching adults in extension; they are designed to be practical aids to those who are working in extension, whether in agriculture or health and nutrition or mother and child care or community health or in integrated rural development, or teaching literacy or family planning or workers' education and training or courses for women or income-generating/vocational programmes or technical subjects in continuing education or some other form of education and training for **adults**.

In most of these areas, universities throughout the world are already active; they are often the primary agent of training extension workers, and they frequently engage directly in programmes of extension or adult education themselves. There is a great deal of uncertainty as to the justification for these basic educational activities on the part of a body which is concerned first and foremost with **advanced and higher** education; and the many different forms of activity in which universities engage are a sign of uncertainty as to which forms of adult education, continuing education and/or extension (sometimes known collectively as ACE) any university should undertake. In these circumstances, it seems that a general review of the possible forms of education open to universities and their colleges may be of value - not just to the universities themselves but also to field level and supervisory extension workers in the various programmes.

You may find it helpful to note down at appropriate points in this booklet what activities you and the university with which you may be connected are engaged in: this will help to make the reading of this booklet directly relevant to your own work. Before you proceed any further you could put down here:

Name of your own programme:

Name of university you may be connected with, or nearest:

How far away is it or are you working in it?

CHAPTER 1

THE PROBLEM

The role of the universities in today's world is under general review. They are very expensive bodies indeed; and they only teach a small group of people - and those often the richest and most powerful in the country. So the question is often asked - do they have any responibility to the people who are outside their walls, who are not their enrolled students; to the regions in which they stand; to the country as a whole which largely pays for them to exist? Or are they solely responsible to the international world of academic scholarship, remote from the life of the villages and towns around them?

To attempt to review the whole of the discussion would make this booklet too long. Whole books have been written about the subject. All over the world, the best brains inside and outside the university system are grappling with this problem. It is an interesting phenomenon that this issue - the university's role in relation to national and regional needs - has become a dominant concern over the last few years in every continent. We need to be conscious not just of the size and urgency of the question but also that everywhere different people are answering it in different ways. It may therefore appear to be hazardous to attempt to sum up the debate in one short booklet.

It may be as well to take one or two comparative examples of this problem. India has perhaps given longer and more detailed attention to this subject than any other region. Thinkers and writers in that country have debated the subject for many years. As long ago as 1977, the Universities Grants Commission in India identified 'Extension' as the third main task of the universities after teaching and research, at a time when the U.G.C. in the United Kingdom had not even begun to ask questions about the role of Continuing Education in the British universities, although many American universities had already shown one way forward by creating programmes for new groups of students in their courses. Even today, the United Kingdom's University Grants Committee has only a relatively minor sub-committee devoted to the subject; it certainly does not regard the 'third dimension' as being in any way as important as India regards it. There the U.G.C. has produced 'Guidelines on Training for Extension and Adult Education' and a massive report reviewing the University System and Extension as the Third Dimension, and it has in preparation a Continuing Education handbook for colleges.

It is thus clear that each country will pose the question differently and find its own answer; the larger countries of Africa will see roles for their universities which the smaller countries of the Caribbean or the South Pacific will find impracticable, and vice versa. Nevertheless, an attempt to draw together the different strands of the debate, leading to some general conclusions, may still prove be useful.

This booklet will concentrate on the university's teaching role rather than its research role. There is much to be said about how a university can help the region by directing its research towards the solution of particular local needs or by promoting local trades and industries; but that is a matter for another survey. Here we are asking whether the university or college can offer to teach those who are not enrolled in its full-time degree, certificate and diploma courses, and if so, in what ways can it go about that task; whether it can join directly in the task of 'extension' or whether it should leave this kind of work to others - indeed, what we mean by the very words 'university extension'?

List here one or two recent publications on the role of universities which you have read:

CHAPTER 2

DEFINITIONS

First, of course, we need to define what it is we are talking about. We can all recognise what we mean by a university, although we should not under-estimate the differences between universities in different parts of the world. Universities especially in the more industrialised countries with their older institutions and long traditions are often very different from those in the less industrialised and (in higher education terms) newer regions, even when these have been built by and upon the same lines as universities in the older colonial powers. In many parts of the Commonwealth, for instance, the influence of London University - with its affiliated collegiate structure and external examinations - has led to universities which bear a superficial similarity to London but which in most aspects of their activities differ from London very markedly.

But over-riding these differences is the basic characteristic of the university. Everywhere it is seen to be a teaching institution based (however loosely) on research. The staff of universities and colleges are charged not just with passing on received knowledge but with adding to that knowledge, with teaching on the basis of continued study, of new knowledge and new understandings, with updating themselves and their courses continuously so that each year the lectures they give and the classes they conduct will reflect their own continuing growth in knowledge and understanding. Of course, this is not always done in every university or college; but neither is this just an ideal - it is increasingly being recognised that without teaching based on continuing research, no college or institution has the right to call itself a university.

The picture of the university then, both at its centre and in its colleges, is one which is agreed upon throughout the world. Teaching and research lie at the heart of its activities. But what about the 'third' function, extension? - there is more doubt about that. There are two main sets of questions about it - what does it involve? and who (if anyone) within the universities should do it? Is 'extension' basically different from the other two university functions or is it similar in character? If teaching and research should be done by all university and college staff, should the third dimension, extension, similarly be done by all the academic staff, or by a special group of staff appointed for that purpose? And if it should be done by all, what forms are needed to implement this?

In essence, we would wish to use the term 'extension' to cover the whole concern which a university feels for those who are outside, for those who are not its enrolled students. Some older universities have called this concern and the activities it has given rise to, 'extra-mural' studies - that is, programmes for those 'outside the walls'; others have gone so far as to speak of a university without walls at all, so that the outside can continuously come in. But some staff find this idea very threatening to themselves and their jobs.

It is necessary for us to look more closely at what we mean by this concern for those 'outside the [university and college] walls'. What can a teaching/research institution whose first task is to provide courses for its full-time enrolled students do for others within its region?

There are, it would seem, five main areas of activity which comprise the world of university outreach - whether this is called adult education, extension and/or continuing education. These five areas are listed in the next chapter, but here we should note that in general they will surround but not replace the 'core' activities of the university. At the heart of the work of every university and university college in all parts of the world are those **under-graduate and post-graduate degree, certificate and diploma teaching-and-research courses and programmes** for which the institution essentially exists and without which it is not recognisably a university. These form the core, around which the university activity in adult and continuing education and extension (ACE) will need to be built; and although these core activities may (indeed, no doubt will) be influenced by the addition of other newer forms of teaching activity, these remain at the heart of the university and college programme.

In the university or college you have listed above on page 1, how much time (approx) is given to research?

how many staff are engaged in 'extension'?

CHAPTER 3

POSSIBLE PROGRAMMES

Apart from the core programmes of degrees, certificates and diplomas listed above (page 5), the university or college may engage in one or more of the following five kinds of activities for those outside its walls, for those who are not its full-time enrolled student learners.

1. **Pre-entry courses**: There is a great demand throughout the world for new kinds of student learners to enter these core programmes. Many of these new students are not immediate school-leavers but older persons who did not have the opportunity to go to university earlier in their lives, or they come from groups within society which have traditionally been denied an opportunity to obtain higher or advanced education. These are seeking a first chance. Others were properly qualified and did have an opportunity to go to college but for a variety of reasons did not take advantage of it; these are seeking a second chance.

Many of these prospective student learners (particularly those who are seeking a 'first chance') do not possess the necessary learning skills to enable them to take advantage of undergraduate and other university courses. So, for them, some universities and colleges offer a programme of 'return to study' - 'New Opportunities', 'Foundation Studies' courses (especially for women) and the like. Most of these, it is true, are provided by further education colleges or schools outside the universities, but others are provided directly by the universities and university colleges themselves. Who better, it is argued, than a university or college can teach those older persons outside who want to come inside the walls? Who knows better than a university or college what learning skills, what basic knowledge and understandings, what attitudes are needed to enable newer kinds of student learners to cope with university courses? Throughout the world, universities and colleges are providing this kind of pre-university programme to those who for one reason or another have been deprived in the past. Here is the first group of 'outside-the-walls' university student-learners.

2. **Part-time courses**: many of these pre-university or foundation student learners, being older persons with many other commitments, need to study part-time; and this has led more and more universities and colleges to seek ways of presenting their existing full-time courses - degrees, certificates and diplomas - to those outside the walls in a variety of new formats.

Some of these part-time programmes are very old - correspondence courses, for example; but in recent years enormous strides have been made in this respect in every part of the world - 'open learning systems' are springing up all over the place. New forms of correspondence courses, open entry to examinations, early morning and evening colleges, off-campus part-time teaching, part-time attendance on the existing full-time courses on campus (or extended degree programmes, as they are sometimes called), auditing of courses, distance learning modes and the like - all these form parts of the ways universities and colleges are now extending their existing courses to those outside. Some are based on the increasing use of new information technology - the radio, television, satellites and the like; but others are more simple, teaching the same law degree course or the same engineering to student learners in town centres in the evening or at weekends. This may mean in many cases altering the conditions of service of college and university lecturers so that they teach in places and at times they do not normally expect; but everywhere men and women of goodwill inside the universities and colleges are glad to do this to reach out to those beyond the walls.

3. **Para-university courses**: As open learning has developed, as newer forms of offering the university's existing courses to new audiences have been created and are used and found valuable, so the demand has arisen for universities and colleges to offer not just their existing courses but new courses to meet the needs and interests and intentions of those outside the walls. Undergraduate and post-graduate history courses as at present constructed with a syllabus devoted to national history, politics and battles, for example, do not always interest those outside; social or local history subjects often do. Chemistry and biology in their traditional forms do not often appeal; natural history and environmental studies do. The courses inside the walls frequently do not relate to the real world in which those outside the walls live; they do not concern themselves with the problems of everyday living - with water and local politics and health and basic farming - but rather to academic studies. Thus those outside who do not intend to enrol in the main degree and certificate courses provided by the university call for new courses, new relevant subjects, what may be called 'para-university studies'. Academic law or academic medicine are not relevant to the everyday lives of those outside in the same way that para-legal studies (such as courses on women's status or consumer law or property rights) and community health programmes are.

These 'para-university' courses which are springing up everywhere and are being presented in many new formats designed to reach new audiences, fall into three main categories. The three are not always clearly distinguished from each other, and some student learners may take one category of courses for quite different reasons from those for which it was provided; but on the whole the courses which are provided in the para-university programmes run by universities and colleges are primarily of one or other of these three categories.

a) Certain courses may be called **enrichment courses**. These are open access courses, designed for the general public without stringent entry requirements, available to anyone to take for their own personal interest. They may be practical - car maintenance, art or a language, for example - or rather more academic - the study of society or astronomy or music appreciation - or a mixture of the two. Their main concern is to develop the interests of those outside and to make their lives richer. They rarely lead to formal qualifications, though some do.

b) Then there are programmes for **specific groups**, closed access courses aimed at the development of particular sectors of the community - at women, for example, or the elderly and retired, or the handicapped, or the unemployed and so on. These are offered by the university and college as part of a deliberate attempt to improve the lot of certain groups of people; they have a social purpose rather than a personal or individual purpose. Some are aimed at illiterate groups, some at those who are oppressed; some are focussed on mother and child care or on workers' education. Many take the form of social action programmes (to help slum dwellers or local resident groups to obtain new forms of services or amenities, for instance) or role education (to help particular groups to play their part in the social and political context in which they live, such as family education or courses for newly elected councillors and so on). These programmes differ however from social work in that their primary focus is not so much on the solution of a particular problem as on the more general education and training of the participants - the development of skills and knowledge and understanding and new attitudes, so that these groups can continue their activities when the teachers/instructors/facilitators/animators have been withdrawn.

Such programmes are often labelled **community education**; they are different from the general open-access programmes above (which are directed towards the development of individual interests and which have no limits to those who can join in) in that they seek by directing special programmes to specific target groups to strengthen the national and local community and to enable all members of the community to play a full part in it.

c) Thirdly, there are those para-university courses which are aimed at occupational activities - at earning a living or doing a job or occupation better, or enhancing a career or moving into a new career or the like. Agricultural extension and industrial training are often undertaken by universities and colleges as part of their para-university programmes. New courses are devised to meet new needs - computers for hospital administrators, languages for company secretaries, sociology for police or prison officers, re-training for those leaving the armed forces and entering new fields of work, are all forms of these programmes. These vocational courses sometimes carry with them a formal qualification of some sort.

This form of para-university programmes (which are of course similar to the community programmes above in that they are closed in their access, directed to special groups) are now widely seen as the most important form of action any university or college can engage in for those outside its walls. They relate to national and regional development goals set by the state; they help train the nation's workforce, to develop the human resources of the country, to enhance the trained manpower of the region. They promote the expertise of both management and worker, and in this task the nation's universities and colleges have a major role to play.

4. But this last form of para-university programme shades imperceptibly into that area which is increasingly being developed at the far end of the university core undergraduate and post-graduate courses - what may be called post-university programmes. Universities and colleges are increasingly becoming concerned about those who graduated 'yesterday'. As research progresses, as knowledge expands rapidly, as college lecturers rewrite their lectures so that the mathematics or medicine or management which they teach today is not what they taught five years ago, so their concern to up-date those who were their student learners five years ago has grown. Continuing education, it has been called; the introduction of successfully trained graduates and other professionals to new knowledge, the continual process of keeping up-to-date, of re-learning. Such continuing education programmes for those who are qualified and who need to continue to learn, to return to their studies more or less regularly in order to do their jobs well or to move with the times, are increasing in all parts of the world, and the universities and colleges are playing their part in the provision of such courses, though they are not of course the only providers of such courses.

5. And finally there is a newly emerging area which a number of universities throughout the developed and developing world have embraced, the study of and teaching about adult and continuing education and extension itself. These are sometimes called **professional studies** in adult and continuing education and include the teaching about extension. For some universities, this has been a natural progression from developing other kinds of university extension: as university and college staff have increasingly begun to teach those outside the walls, so they have begun to reflect upon what it is that they are doing. In this way they are fulfilling their essential role as members of a university - to research their own subject and discipline. And on the basis of this practical experience and reflection, they have begun to develop within their core programmes of undergraduate and post-graduate courses their own courses and research in adult and continuing education as an academic discipline and to offer training, formal and non-formal, in this activity to others who find themselves teaching in programmes of extension or adult or continuing education. In other universities, the provision of undergraduate and post-graduate courses in Extension has come first; but the staff have in most cases seen the need to take their students outside and to devise one or other form of programmes for those adult learners who are outside the walls.

Thus it is that Certificate, Diploma and degree courses in Extension, Adult, Continuing and even Non-Formal Education are proliferating, as are short-term informal training courses for teachers and instructors and organisers of courses of education and training for adults.

Conclusion

Universities and colleges then may participate in one or more of several different forms of teaching for those outside the walls -

* in **pre-university courses**, preparing new groups of learners to join in the formal courses which the university provides;

* in **part-time** or other forms of open learning, taking their formal courses to new audiences

* in **para-university courses**, creating new programmes for those who want them either i. for personal interest; or ii. for social development; or iii. for occupational enhancement, whether they lead to a qualification or not and whether the student learners are already well trained or not

* in **post-university** or continuing education for those who are already well trained or qualified

* and in **professional studies**, the study of and teaching about extension, adult and/or continuing education as an academic discipline.

Almost every university does something within one or more of these fields; very few deny their responsibility to those outside the walls entirely.

In the university you have listed above, which of these forms of 'extension' are being done?

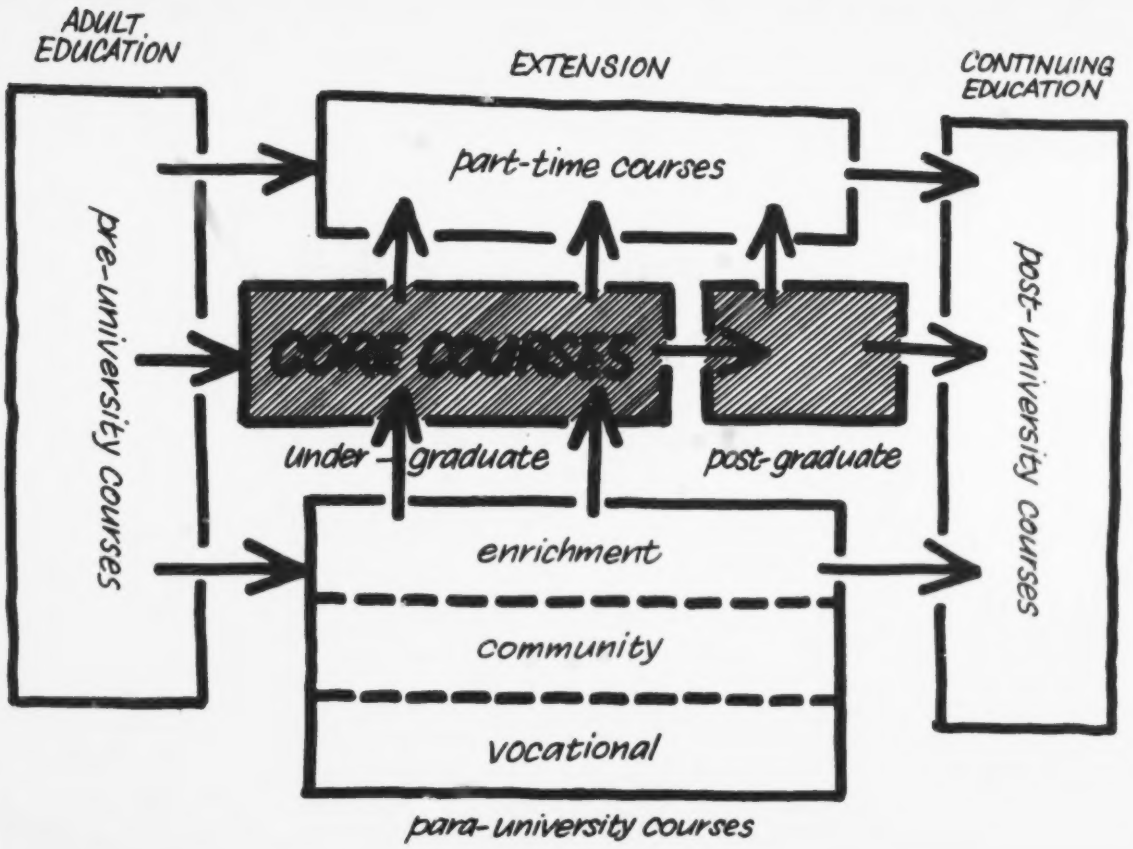
'pre-university courses' (e.g. 'return to study')?

'part-time' degree/certificate/diploma courses (e.g. correspondence courses)?

'para-university' courses (e.g. new courses for adults)?

'post-university' courses (i.e. courses for professionals)?

'professional studies in adult/continuing/extension education'?


ADULT EDUCATION
EXTENSION
CONTINUING EDUCATION
part-time courses
pre-university courses
CORE COURSES
under-graduate
post-graduate
post-university courses
enrichment
community
vocational
para-university courses

CHAPTER 4

IMPLICATIONS

A number of implications flow from this picture of the different ways in which universities and colleges may relate to those outside who are not enrolled student learners in its core degree, certificate and diploma courses.

FIRST different universities and colleges have chosen for themselves in the light of their own structures, traditions and expertise which parts of these various 'extra-mural' activities they wish to engage in. Some have chosen to ignore the foundation area, others have provided some such courses, either inside their own programmes or in a separate college specially for preparation courses. A number have sought to open up their existing courses to new groups of student learners. Others have concentrated on the provision of new courses, leisure and personal development programmes; others (more particularly in deprived areas and especially in the developing countries) have built community and development programmes. Relatively few have developed occupational enhancement courses except (most recently) in the post-university area of continuing education. And of course some have provided within their core programmes courses in extension, adult and continuing education, mostly at post-graduate level.

Occasionally special institutions have been set up for these purposes. The American colleges have sought to open their doors and to devise new courses within the walls rather than go out to teach off-campus; whole new colleges devoted to community development and access programmes have been created. Even in the U.K. Oxford has Ruskin College attached to it for 'pre-university' courses, and London has its Birkbeck (part-time degree courses) and Goldsmith (community education) colleges. Other universities have added small units (usually Extra-Mural Departments) to the existing university to handle these new programmes but leave their core courses untouched. Relatively few have the full range of activities. Each university or college chooses different combinations of programmes, those which most suit themselves, their view of their role and the environment in which they stand. But none of them can escape answering the question of what they do for those who stand around, outside their walls. If they do nothing, they have answered the question by asserting that they do not have any responsibility towards those who are not their enrolled students.

A **SECOND** point is that, once a university has made a commitment to enter one or other of these fields of activity, the number of student participants involved in these forms of university extension, adult and continuing education programmes are likely to exceed that of the full-time undergraduate and post-graduate students. This has proved to be the case in practice. In many universities, the number of learners engaged in some form of 'extra-mural' course is often two or three times the number of full-time enrolled students. Correspondence students in many universities frequently exceed all the other students put together; and the number of participants reached by the university's extension, adult and continuing education programmes is often larger still.

Many of these student learners are of course engaged in short courses, with all that this implies for the staffing and administrative structures of those parts of the university or college which handle these programmes; but to infer that short part-time courses are necessarily inferior to the longer full-time programmes is unjustified; it is more frequently the shorter courses which lead to employment! But even allowing for this, the general point remains: whenever a university or college engages with those outside its walls, the number of participants in these courses quickly comes to exceed the number of full-time students in the core programmes of undergraduate and post-graduate studies.

THIRDLY, these 'external' student learners of the university are not clearly separated from the core courses or from each other. They relate to each other and to the core courses in a number of different and often quite complicated ways. First, there is some confusion between the categories. Thus, some will take the part-time courses for enrichment, others take the enrichment courses for vocational reasons. Several persons will enter pre-university courses without any intention of going on into the main university programmes. But beyond this, the learners in these programmes often move from one kind of course to another; experience shows that a flow of student learners is created. Those whom the university or college teaches in pre-university programmes will in some cases pass into the core undergraduate courses; but they may equally pass into the part-time programmes or into the para-university programmes of enrichment or community or vocational education. Some of those in the para-university courses will pass into the core courses or into part-time core courses. And those from all of these parallel strands will pass into the post-university programmes of continuing education. Instead of a simple flow of students into and out from the university or college, these 'extra-mural activities' create a whirlpool of student learners, moving freely from one type of programme to another.

The university or college then which engages in one or other form of activity in relation to those outside its walls must expect to find

- that the choices which face it are large - that while it may be free to decide to do one form of activity but not to do another, it may be called upon to justify its decisions
- that the number of such 'extra-mural' student learners it touches may soon exceed all the full-time students in its core courses
- and that it may have created a movement, a demand for other forms of programmes from those who successfully complete one form of extension programme and seek to enter another.

This is the choice which lies before every university and college.

Could your chosen university engage in other forms of extension teaching-than the form(s) it is currently doing? If so, which kinds of work?

How many learners are there in the university's
a. extension programmes?

b. 'core' programmes?

Can you see the movement of any learners in the university's extension programmes into any other form of courses?

CHAPTER 5

MISSION

Each university and college then needs to look outside its walls and to ask itself what role it intends to play in regard to the local community. What can this institution do for those who are outside? What forms of adult education (pre-university courses) or what forms of extension education (part-time and para-university courses - enrichment, community or vocational programmes) or what forms of continuing education (post-university courses) will it choose to engage in; and whether it regards the whole field of the education and training of adults as one worthy of study and as a fit subject to teach to its students? The question many universities and colleges are asking themselves today is, what is the mission of this university or college in relation to the society in which it stands?

The fact that a university or college can have a mission may strike some of us as a little odd. But many universities and colleges do have an overt mission. The community colleges of north America are clear instances of this - aiming to provide education for as many members of the local community as possible, to teach those courses which the community requests, at times and in locations which suit the people of the community rather than the staff of the university, and which are aimed at the development of the region rather than at the production of graduates. Some universities, especially in developing countries, are specifically for women, committed to helping improve the status of women in society, to help reduce their sense of grievance and lack of confidence, to alleviate the oppression which many women endure, by providing special educational opportunities for them. Others are committed to rural development or industrial regeneration in deprived areas.

There are those who will assert that for a university or college to have a mission such as this would be to deny the objectivity and impartiality that all universities are pledged to'; that the main responsibility of the university and college is not to society but to knowledge itself.

But such a statement merely changes the focus of the university's mission; it does not deny that the university has a mission. While it may be too much to suggest that this view of the mission of universities is to keep the status quo in society (to keep women in suppression, for example), nevertheless these universities need to ask themselves about their mission in relation to knowledge. Do they see knowledge as belonging to the few - to the enrolled students only, for example? Or does the knowledge stored in the universities and colleges belong to those outside as well? And if it belongs to those outside, how are the universities and colleges going to help them to get it? Many universities and colleges throughout the world are finding in a mission to provide knowledge to the people outside their walls their real role and satisfaction.

Some colleges have answered this challenge by saying that while they recognise that they have such a responsibility, they can do nothing until the national government or other body provides them with the funds and other resources to begin a programme or authorises them to engage in such activities. Their staff (so they assert) are too busy, their teaching schedules too tight, to allow them to undertake such work; and in any case they are not 'allowed' to do it.

But experience in college after college, university after university, throughout the world shows that this is not true. If some can do it, then all can. It costs nothing and needs no sanction to offer free public lectures. It costs nothing for college staff to offer to teach groups in the evening. A number of universities and colleges have opened their existing lecture courses to members of the general public free of charge; some have run special days for those outside to learn. Some have used vacations to provide special courses for which they have charged the participants, covering all their costs. There is no end to the different forms such programmes are taking.

But one thing is common to most of them; the institutions which have provided them have found that by beginning the programme first, the authorisation and resources have followed. There are dozens of examples throughout the developing world and elsewhere of universities and colleges following their mission first and obtaining resources afterwards. In every country, the national government is anxious for the universities and colleges to teach those who are outside their walls; experience indicates that a university or college will never be refused permission or be denied resources once it has proved that it can carry through such a programme of extension teaching effectively. A university or college does not need to wait for money or authorisation before beginning the work.

What is the mission of your university?

CHAPTER 6

STRUCTURES

How should a university or college structure itself for this sort of outreach work? This is a very large subject, about which whole books could be written. We can do no more than open up the subject here; but it is a vital issue if any university or college is to begin to teach those outside the walls.

It is important to remember here what was noted before, namely that the work of ACE consists of very large numbers of student learners taking, part-time, large numbers of different kinds of courses, some short, some long, some general in nature, some highly specific and even technical, some leading to qualifications, some not. All of this calls for both administrative skills and structures on an extensive scale and at the same time entrepreneurial attitudes, as well as traditional teaching skills. Where can all these be found within any university or college; or where should this special blend best be located?

The first thing to be said is that it has been proved time and again that the worst thing to do - for the health of all concerned - is to give the responsibility for developing such extension work to a junior member of staff or to one who is unpopular or under-employed in other ways. The development of such programmes calls for understanding and sympathy, for commitment, not reluctance. It calls for a senior appointment in order to handle the resources needed to manage such a diverse and demanding programme; and since it will require all other parts of the university or college to become involved at one stage or another, it calls for someone with persuasive powers to build up general recognition and support throughout the institution. This work cannot be done 'on the cheap'.

The best kind of framework to be devised to handle this kind of outreach work will depend on many factors, particularly upon the exact forms of work undertaken and the primary focus of the work. Is the main mission of the university towards the professions in the region (post-university courses) or towards community development (para-university courses)? Is the aim to keep the existing courses but to open them up to new groups of people; or is it to devise new courses to meet new needs? The answers to questions like these will often help to determine which sort of machinery should be created to enable the university or college to fulfil its mission to those outside.

One key issue is whether to have a separate Institute or Department or whether the work should be dispersed throughout all the staff of the university or college. There seem in general to be four main models:

a) a full teaching unit outside the faculty structure (often in a separate building, usually off-campus): an Institute

b) a separate administrative unit which relates to all academic departments: a Centre

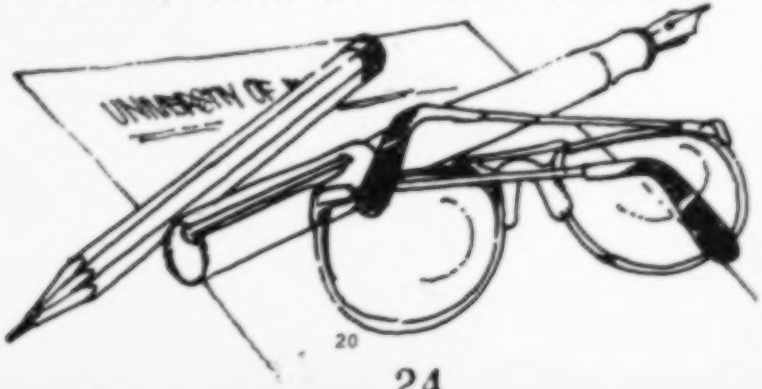
c) an academic (teaching) department within the faculty structure (usually in Education) on a parallel with other university or college departments: a Department

d) no special structure but (in most cases) a joint committee of all faculties to co-ordinate and promote the work; the whole university or college (it is urged) should be mobilised for work outside the walls, not just a few of the staff: a Committee

Most universities and colleges have gone in for one of these models or a combination of them.

Does your university possess - a Centre?
- an Institute?
- a Department?
- a joint committee?
to develop its 'extension' work?

How many of the staff spend time in the community developing courses as well as teaching full-time students in the 'core' (degree/certificate/diploma) courses?



A series of general considerations suggests that the best solution may lie in a set of paradoxes:

- First, there is a need for a special Adult, Continuing and Extension (ACE) Education unit. Teaching learners from outside the walls who come into ACE programmes is different from teaching undergraduate and post-graduate students (see *Teaching Adults in Extension* in this series) and this difference needs to be reflected in a separate teaching unit. Further, teaching and research about ACE needs to be based on the practice of ACE.

- But on the other hand, this special unit would seem to be most effective when it is neither inside the faculty system (i.e. a traditional department and thus likely to be cut off from the community), nor outside the walls (fully separated and thus cut off from the rest of the university or college) - rather, it needs in some way or other to overlap both. It needs to be open to the community in a way in which traditional university departments are not; but at the same time it should be recognisably 'departmental' so that all other parts of the university or college can relate to it.

- And thirdly, although this unit will be primarily academic in nature, not solely administrative, in that its staff will teach and not just organise, nevertheless their responsibilities should be developmental rather than traditionally academic; they need to organise as well as to teach, and this should be reflected in their terms of work. They cannot be required to spend as much time as their colleagues in the classroom if they are also required to spend a good deal of each day out in the comunity.

All of this argues against the diffusion of adult and continuing and extension education throughout the whole institution. Such an approach has never worked in practice. A clear focus for this outreach work and a centre of responsibility is needed within every university and college; for what is the responsibility of all ceases to be the responsibility of anyone.

The subject of university structures for extension work, of the exact requirements to enable the university or college to fulfill its agreed responsibilities to those who are outside its walls, is a complicated subject. Different universities will decide for themselves just what they need and what kind of work to undertake. It is certainly not an area to be dogmatic about. But it is a problem with which each university and college should grapple rather than leave it to chance or haphazard growth. The relative freedom of the university to determine its own structures, if well used, will in turn determine the effectiveness with which it will fulfil its mission.

CONCLUSION

This booklet has suggested :

* first, that it is increasingly being recognised that every university and college has a mission to those who are outside its walls; and that each institution needs to ask itself, what is its mission?

* secondly, that the opportunities are very great:

  to offer preparation courses

  to offer existing courses in new formats to reach new groups of learners

  to offer new courses to meet the needs of general or specific groups in the local community

  to offer professional continuing education to those who are already well educated

  to study, research and teach the whole field of adult and continuing education and extension

and that different universities and colleges are choosing different combinations of these areas of work.

* thirdly, that many are not waiting to fulfil their mission until they have the resources and authorisation, but are beginning to take action

* and fourthly that the structures which are being evolved in each case reflect the differences within each university and college and the different decisions they have made about the range of activities in which they would wish to engage; but that the special nature of teaching adults in extension (quite different from teaching undergraduate and graduate student learners) needs to be reflected in these structures.

The world of universities - despite unprecedented problems - has never been more exciting than it is at the moment. We are very privileged to be participants at this stage. After years of relative stagnation, universities and colleges are once again on the move, with a mission to society at large. Each university and college now has to decide for itself whether to join this great movement or to stand on one side and watch it go by.

UNIVERSITIES AND THE OUTSIDE WORLD
the role of universities in adult and continuing education and extension

This is one of a series of booklets prepared specially for extension workers and others engaged in development programmes, whether they are inside or outside the universities. It discusses what is meant by extension when applied to universities, and the various forms of extension work which universities can engage in. It examines briefly some of the possible structures which a university may build to enable it to engage in extension; and it suggests that each university has a 'mission' to fulfil. It is essential reading for all those in universities and colleges who are engaged in any form of adult, continuing or extension education, and will be of value to students in post-graduate courses also.

This booklet is copyright in the English edition, but the publishers will give permission for it to be translated as necessary to make it available to the greatest number of workers at grass-roots level.

Other titles in this series:

TEACHING ADULTS IN EXTENSION: a general introduction to some of the major differences between teaching adults and teaching children in schools or young students in colleges.

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